

PRELIMINARY

CALIFORNIA

California ranks 4th among the states in number of local governments, with 4,409 as of June 2002.

COUNTY GOVERNMENTS (57)

The entire area of the state is encompassed by county government except for the city and county of San Francisco, which is a consolidated government. San Francisco is counted as a municipal government rather than a county government for census purposes because it operates primarily as a city. The county governing body is called the board of supervisors.

SUBCOUNTY GENERAL PURPOSE GOVERNMENTS (475)

Municipal Governments (475)

Municipal governments in California are designated cities or towns. All municipalities currently function either as charter cities or as general law cities.

Township Governments (0)

California has no township governments.

PUBLIC SCHOOL SYSTEMS (1,107)

School District Governments (1,047)

Only the following types of school districts in California are counted as separate governments for census purposes:

Elementary school districts:

City district—covers a city other than a general law city, or such a city plus adjacent territory

Regular district—single elementary district other than a city district

Union district—district formed by union of two or more regular districts in the same

county

Joint union district—intercounty union district

High school districts:

Union district—superimposed on two or more separate elementary districts

Joint union district—intercounty union high school district

County district—a union high school district whose boundaries coincide with those of a county

Unified school district—a district, usually urban, providing both elementary and high school education.

Community college district—a district providing community college facilities. It may include all or part of the territory of one high school or unified district, or two or more high school or unified districts.

In a few instances, a high school district is governed by the same board as a coterminous elementary school district. In such cases the two districts are counted as a single school district government for census purposes.

California school districts and community college districts are usually governed by elected boards of education or trustees. The districts serving charter cities may have appointed boards if the charter so specifies. The school district serving the city of Sacramento is administered by a board of education appointed by the city council.

School district and community college district boards may determine their own fiscal requirements; the counties levy and collect the taxes required. The tax levies, however, are subject to constitutional tax limitations except for taxes levied to pay bonds issued before June 1978. Bond issues for school district and community college district purposes are subject to voter approval.

With the exception of the Santa Paula Union High School Public Library District,

unified and union high school district library districts are administered by the board of the establishing school district and are not counted as separate governments. The district in Santa Paula is governed by a separate board of trustees and was renamed the Blanchard/ Santa Paula Library District.

**Dependent Public School Systems
(60)**

California statutes provide for the following types of dependent public school systems:

Systems dependent on county governments (59):
County special service schools

Systems dependent on municipal governments (1):
San Francisco city/county special schools

Many California counties operate special service schools to provide education for handicapped, mentally retarded, and other persons with special needs. These schools are administered by the county superintendent. The schools are not counted as separate governments. In a number of counties these services are provided through itinerant teachers or special classes in the regular schools rather than through separate special schools. As of June 2002, 60 California counties were operating such services.

Regional occupational programs are described under “Other Educational Activities,” below. These programs may be established either by a single county or city-county, or by two or more counties or school districts.

Other Educational Activities

Regional occupational programs provide vocational and technical education. These programs are established by individual counties or consolidated city-counties, by individual school districts (if authorized by special act), by two or more counties, or by two or more school districts. The programs are not counted as separate governments. As of June 2002, there were 73 regional occupational programs reported in operation. Of these, 32 are classified as dependent activities of their individual establishing county governments. One was established by the city and county of San

Francisco and is classified as a dependent activity of the city government. Four are classified as dependent activities of their individual establishing school districts. The six regional occupational programs created by agreement between two or more counties and the 30 regional occupational programs created by agreement between two or more school districts are classified as joint educational service districts of the creating governments.

**SPECIAL DISTRICT
GOVERNMENTS (2,830)**

California statutes authorize the creation of a wide variety of special districts or authorities that are counted as governments. These are discussed in detail below. It should be noted that many of the classes listed below have the same name and functions as classes that are listed under “Subordinate Agencies and Areas,” below. For these classes, the enabling legislation provides for alternative methods of governing the districts. Where these districts have separate governing bodies, they are counted as governments; when they are governed by county or municipal officials in an ex officio capacity, they are not counted as separate governments.

Those special district governments in California that levy taxes are subject to constitutional tax limitations, except for taxes levied to pay bonds issued before June 1978.

Agencies Established Under “Joint Exercise of Powers Agreements” (not included in other types of special district governments shown elsewhere)

Two or more local governments (county, municipal, or special district) may exercise jointly any power common to them. Federal and state governments also may participate in such agreements. When a “joint exercise of powers” agreement provides for the creation of an agency that is separate from the participating governments, a notice of the agreement must be filed with the secretary of state.

Agencies established under “joint exercise of powers” agreements are known by a wide variety of names. The functions performed by and the powers granted to these agencies are spelled out in the agreements establishing the agency. Agencies established under “joint exercise of powers” agreements may receive contributions from participating governments

and, if the agreement so provides, fix charges and issue revenue bonds.

Air Pollution Control Districts

Regional air pollution control districts are authorized by general law. These districts are established by resolution of the boards of supervisors of two or more counties acting on their own motion or on petition of voters and after public hearing. Each district is governed by a regional board comprised of one or more supervisors from each county, and one or more city selection committee members from each county. The regional board may determine

the amount of ad valorem taxes to be levied for district purposes, accept loans from the county, and issue bonds. The Bay Area Air Quality Management District and the South Coast Air Quality Management District were established by special acts but operate under provisions similar to those above.

Air pollution control districts serving single counties and “unified” districts serving several counties but having less autonomy than regional districts are not counted as separate governments. See “Subordinate Agencies and Areas,” below.

Airport Districts

Airport districts authorized under general law may be created by resolution of the county board of supervisors after public hearing and local referendum. An elected board of directors governs each district. The district may levy taxes, fix charges, and issue bonds with voter approval. The Monterey Peninsula Airport District, which was established by a special act, operates under similar provisions.

Community Service Districts

Districts to provide airport, ambulance, fire protection, garbage collection, graffiti abatement, highway, library, mosquito abatement, parks and recreation, police protection, sewer, street lighting, underground utility lines, and water services or any combination of these are authorized under general law. These districts are established by the county board of supervisors on petition of residents and after hearing and referendum. An elected board of directors or the county board of supervisors, if so petitioned, governs each district. The districts may levy taxes, issue bonds

with voter approval, fix rates and charges, and accept contributions.

Similar provisions apply to the Rossmoor Special Community Services District in Contra Costa County, which was authorized by special acts.

County Service Authorities for Freeway Emergencies

Authorities to provide call boxes on freeways are established by resolution of the county board of supervisors and a majority of the city councils in the county served. A board of directors, two appointed by the county board of supervisors and five selected jointly by the councils of cities in the county, governs each authority. The authority may impose fees and issue revenue bonds.

Authorities that are governed by the county transportation commission ex officio are not counted as separate governments. See “Subordinate Agencies and Areas,” below.

County Traffic Authorities

Two county traffic authorities—one in Santa Clara County and one in Tuolumne County—have been authorized by special acts, with similar provisions applicable to each. The authorities’ governing bodies consist of members appointed by the county board of supervisors and by officials of cities in the county. The authorities may levy a sales tax after voter approval. The Tuolumne County Traffic Authority was not reported in operation as of June 2002.

County Transportation Authorities and Commissions

California statutes have authorized creation of the following county transportation authorities or commissions with the power to levy taxes:

County transportation commissions

County transportation authorities

Fresno County Transportation Authority

Local transportation authorities (general law)

Similar provisions apply to each of

these entities. Each is created by county resolution after referendum. These districts plan and coordinate transit services within the area they serve. The boards consist of appointed representatives of county and municipal governments within the area served. The commissions may receive county and city appropriations and levy sales taxes after voter approval.

County transportation commissions that do not have any tax-levying power are not counted as separate governments. See “Subordinate Agencies and Areas,” below.

Drainage Districts

California statutes authorize the creation of the following types of districts to provide for drainage of agricultural and:

Drainage districts—1885 law

Drainage districts—1903 law

Drainage districts—1923 law

County drainage districts

Storm water districts—1909 law

Under the 1885 law, drainage districts may be created by the county board of supervisors on petition. A board of trustees, elected or appointed, governs each district. The districts may levy taxes and special assessments. The 1885 law has been repealed, but existing districts may continue to operate under its provisions.

Under the 1903 law, drainage districts are established by the county supervisors after referendum. A board of elected directors governs each district. The districts may levy taxes and special assessments, fix tolls and charges, and may issue bonds with voter approval. The Colusa Basin Drainage District was established by special act with similar provisions.

Under the 1923 law, drainage districts are established by the county supervisors on petition. A board of directors, appointed by the county supervisors or elected by the voters, governs the district. The districts may levy taxes and special assessments and may issue bonds with voter approval. Since 1953, no new districts may be formed under this law but those then in existence may continue to operate under its provisions.

County drainage districts are similarly established but without referendum. A board of directors is chosen from the governing bodies of the county and the cities in the district. County drainage districts have powers similar to those of drainage districts under the 1885 and 1903 laws.

Storm water districts also are created by the county supervisors. A board of elected trustees governs each district. Storm water districts have powers similar to those of drainage districts under the 1885 and 1903 laws.

Drainage improvement districts under the 1919 law and storm drainage maintenance districts are not counted as separate governments. See “Subordinate Agencies and Areas,” below.

Fire Districts

Fire protection districts authorized under a 1987 law are established by the county board of supervisors on petition of voters and after public hearing and referendum. The law provides for the establishment of single county, multi-county, single city, and multi-city districts to provide fire protection, ambulance, and rescue services. A board of directors, either elected or appointed by the county supervisors, governs each district. The board may levy taxes and issue bonds after voter approval.

Special, local, and multi-county fire districts, which were organized under earlier law, were similarly constituted. These laws have been repealed but existing districts may continue to operate under their provisions or may reorganize under the 1987 law.

Flood Control and Water Conservation Districts

California general legislation provides that the following types of districts, to provide flood control facilities, may be established by county boards of supervisors on petition of landowners and after public hearing:

Flood control and water conservation districts —1931 law

Levee districts—1905 and 1959 laws

Protection districts—1880 law

Flood control and water conservation districts under the 1931 law are governed by trustees appointed by the county supervisors.

They are financed by special assessments or ad valorem taxes. Levee districts under the 1905 law have elected boards of trustees. Levee districts under the 1959 law have elected boards of directors. Both types of levee districts may levy property taxes.

Protection districts formed under the 1880 law have elected boards of trustees. They may levy special assessments and property taxes.

In addition, the following districts have been established by special acts to provide flood control facilities:

- American River Flood Control District
- Antelope Valley Storm Water Conservation and Flood Control District
- Brannan-Andrus Levee Maintenance District
- City of Marysville Levee District
- Contra Costa County Flood Control and Water Conservation District
- Fresno Metropolitan Flood Control District
- Lake County Flood Control and Water Conservation District
- Lassen-Modoc County Flood Control and Water District
- Levee District Number One of Sutter County
- Lower San Joaquin Levee District
- Napa County Flood Control and Water Conservation District
- Sacramento Area Flood Control Agency
- Sacramento River West Side Levee District
- San Benito County Water Conservation and Flood Control District
- Stanislaus County Flood Control District
- Yolo County Flood Control and Water Conservation District

Most of these districts are governed by elected boards but the Fresno, Lower San Joaquin, and Yolo County districts have locally appointed boards, and the Lassen-Modoc district board consists of supervisors of the two counties served. All of the districts may levy taxes and most also may levy special assessments. All but the Sacramento River West Side district may issue bonds. Some districts of this type are subdivided into ‘‘zones’’ for purposes of financing improvements. Such zones are classified as dependent activities of the parent districts and are not counted as separate governments. The Stanislaus County Flood Control District was not reported in operation as of June 2002.

Flood control districts that are governed by the county board of supervisors in an ex officio capacity are not counted as separate governments. See ‘‘Subordinate Agencies and Areas,’’ below.

Fort Ord Reuse Authority

This authority was created by special act to convert the former Fort Ord military reservation to productive civilian use and to protect the unique environmental resources of the area. The 13 member board consists of appointees from participating cities and Monterey County. The authority may levy assessments, issue bonds, and may accept contributions from Federal and state agencies and member governments.

The March Joint Powers Authority was created under a ‘‘Joint Exercise of Powers Agreement’’ (see above) for the purpose of developing the former March Air Force Base.

Geologic Hazard Abatement Districts

These districts control land movement hazards resulting from landslides, subsidence, erosion, or earthquakes. These districts may be established by resolution by or petition to a city or county governing body after public hearing. The district governing body may be either an elected board or the county or city governing body in an ex officio capacity. The district may levy special assessments and issue bonds.

Districts governed by the county supervisors or the city governing body in an ex officio capacity are not counted as separate governments. See ‘‘Subordinate Agencies and Areas,’’ below.

Groundwater Management Districts or Agencies

A number of groundwater management agencies have been established by special acts. Similar provisions apply to each of these districts. A board of directors, either elected by the voters or appointed by the county, municipal, and special district governments represented, governs each district. The districts may impose service charges, including charges for extraction of groundwater.

Highway Districts

California general law authorizes the following types of highway districts:

Bridge and highway districts

Separation of grade districts

Bridge and highway districts may be created by ordinance of the county board of supervisors or on petition of voters and after local referendum. A board of directors appointed by the county supervisors governs each district. The districts may issue bonds on approval of the voters, levy taxes, and fix and collect tolls and charges. The Golden Gate Bridge, Highway, and Transportation District was established under this law. It provides transit and ferry services in addition to operating the Golden Gate Bridge and its approaches.

Separation of grade districts provide overpasses, tunnels, and underpasses. These districts are created by ordinance of the county board of supervisors after hearing and referendum. A board of commissioners, appointed by the county board of supervisors, governs each district. The districts may issue bonds upon voter approval and may levy taxes.

Hospital Districts or Health Care Districts

Hospital districts provide hospital and health care facilities. These districts are created by the board of county supervisors on petition of the voters and after referendum. An elected board of directors governs each district. The district may establish rates, levy taxes, and upon voter approval, levy special assessments, and issue bonds.

Housing Authorities

Housing authorities may be established by the city or county governing body on its own initiative or on petition of residents. In addition, area housing authorities may be formed by agreements between any two or more counties or cities. A board of commissioners appointed by the mayor or the county governing body governs each authority. In the case of area housing authorities, two commissioners are appointed by the governing body of each member county or city. Each authority may issue bonds, fix rents and charges, accept loans, or accept grants from the Federal government.

Authorities in which the county or city governing body serves as the housing authority commissioners ex officio or where charter provisions give the county or city governing body power to raise or lower the housing authority budget are not counted as separate governments for census purposes. See “Subordinate Agencies and Areas,” below.

Irrigation Districts

Irrigation districts are created by the county board of supervisors on petition of landowners and after referendum. In addition to delivery of irrigation water, the districts may provide domestic water services, sewerage, flood control, and electric power. An elected board of directors governs each district. The districts may levy taxes and special assessments; issue bonds with voter approval; and fix rates, fees, and tolls. In several instances, districts organized under this law have been renamed “water districts.”

The Palo Verde Irrigation District was established by special act to provide drainage, flood control, irrigation, and water supply. The district is governed by an elected board of trustees. The district may fix water rates, tolls and charges, and levy ad valorem taxes and special assessments. It may issue revenue and general obligation bonds with voter approval.

Library Districts and Library Districts in Unincorporated Towns and Villages

Both types of districts are created by the board of county supervisors on petition of voters and after referendum. An elected board of trustees governs each district. The districts may issue bonds on voter approval, levy taxes, and accept donations.

Districts in unincorporated towns and villages also may establish and operate museums.

For public libraries operated by union high school districts and unified school districts, see "Public School Systems" above.

Memorial Districts

These districts provide and maintain memorial halls, buildings, or meeting places for veterans. These districts are created by the board of county supervisors on petition of voters and after referendum. An elected board of directors administers each district. The districts may issue bonds on approval of the voters and levy taxes.

Municipal Improvement Districts (special acts)

A number of districts were established by special act. Substantially the same provisions apply to each of these districts. They may provide a wide range of functions including sewage and garbage disposal, water supply, park and recreational facilities, and fire protection. An elected board of directors governs each district. The districts may levy taxes and special assessments, impose charges, and issue bonds with voter approval.

The Estero Municipal Improvement District is governed by the city council of Foster City and is therefore not counted as a separate government. See "Subordinate Agencies and Areas," below.

Pest Control Districts

General laws provide for the establishment of five types of districts to control insect pests:

Citrus pest control districts

Mosquito abatement or vector control districts

Pest abatement districts

Stone and pome fruit pest control districts

Wine grape pest and disease control districts

Each of these types of districts may be

created by the county board of supervisors upon petition and after public hearing. A board of directors appointed by the county supervisors governs each district. Mosquito abatement or vector control districts may include territory in incorporated cities, in which the governing bodies of the cities also appoint district directors. Citrus pest control districts and stone and pome fruit pest control districts may levy special assessments and ad valorem taxes. Mosquito abatement, pest abatement, and vector control districts may levy property taxes.

Police Protection Districts (in unincorporated towns)

These districts are established to provide police protection within unincorporated towns by the county board of supervisors on petition of residents after public hearing. An elected board of commissioners governs each district. The districts may levy taxes. A 1959 amendment prohibited creation of additional districts under this law but those already in existence may continue to operate under its provisions. Police protection districts in unincorporated territories operate under similar provisions, with the exception that the board of supervisors serves as the ex officio district directors.

Port and Harbor Districts

California general laws authorize a variety of districts to provide port and harbor facilities:

Harbor districts

Port districts

River port districts

Small craft harbor districts

All of these districts are established by county boards of supervisors on petition and after hearing and referendum. Harbor districts are each governed by a board of five elected commissioners.

A port district encompasses one incorporated city and may include surrounding territory. A district board appointed by the city and county governing bodies governs each district with these exceptions: the Stockton Port District board number and composition has

special requirements, the Santa Cruz Port District has an elected board and districts in Ventura County have city-appointed boards.

River port districts are each governed by a board of commissioners appointed by the governing bodies of the counties and the largest city in the districts.

Small craft harbor districts are governed by boards of five elected directors. The Humboldt Bay Harbor Recreation and Conservation District and the San Diego Unified Port District were created by special acts with provisions similar to the general laws above. The Humboldt Bay district has an elected board and the San Diego district board is appointed by the city councils of the cities in the district. The San Diego district operates airport as well as port facilities.

All port and harbor districts organized under the above provisions may levy property taxes, fix charges, and issue bonds upon voter approval.

Harbor improvement districts are governed by the county board of supervisors and are therefore not counted as separate governments. See “Subordinate Agencies and Areas,” below.

Public Cemetery Districts

Public cemetery districts are established by the county board of supervisors on petition of landowners and after hearing and referendum. A board of trustees, appointed by the county supervisors, governs each district. The districts may levy taxes and impose a special tax.

Reclamation Districts

Reclamation districts are authorized by general law and are created by the board of county supervisors on petition of landowners. An elected board of trustees governs each district. The districts may levy special assessments or ad valorem taxes, fix rates for distribution of water, and issue bonds upon voter approval. Reclamation districts established by special acts have provisions similar to districts established under general law.

Recreation and Park Districts

California statutes provide for the following types of districts to provide recreation and park facilities:

Recreation and park districts

Regional park, open space, and park and open space districts

Recreation and park districts are established after public hearing and referendum by city or county governing bodies either on their own initiative or on petition of voters. The directors of the district may be elected or may be appointed by mayors or county supervisors. The districts may levy taxes and may issue bonds with voter approval. Regional park and open space districts are established by the board of supervisors of one or more counties on petition and after hearing and referendum. An elected board of directors governs each district. The districts may levy taxes and may issue bonds with voter approval.

The Lake Cuyamaca Recreation and Park District was established by a 1961 special act subject to referendum to provide parks and recreational services. A board appointed by the San Diego County Board of Supervisors governs the district. The district may levy taxes and issue bonds with the approval of the voters.

The Mount San Jacinto Winter Park Authority was authorized by a special act to build and operate a ski resort. Its board members are appointed by the Governor and the city and county governing bodies. The authority may fix rates and tolls and accept contributions.

The Coachella Valley Mountains Conservancy in Riverside County and the Santa Monica Mountains Conservancy in Ventura and Los Angeles Counties were authorized by special acts with similar provisions to provide open space preservation and recreational facilities. A board consisting of representatives of local governments in the area served governs each conservancy. Both conservancies may fix fees and charges and issue bonds. The Santa Monica Mountains Conservancy also may levy ad valorem taxes.

The Santa Clara County Open Space Authority was created by a special act to preserve open space in Santa Clara County. A board of directors, initially appointed by the county supervisors but thereafter elected, governs the authority. The authority may levy a special tax on developed property and issue bonds.

The Mountain View Shoreline Regional Park Community is governed by the city council of Mountain View and is therefore not counted as a separate government. See “Subordinate

Agencies and Areas,” below.

Resort Improvement Districts

Resort improvement districts provide fire protection, mosquito abatement, parking facilities, police protection, recreation, refuse collection, sewerage, streets, and water supply in unincorporated resort areas. These districts are established by the county board of supervisors on petition of landowners and after referendum. An elected board of directors governs each district. The districts may fix rates and charges, levy taxes, and upon voter approval, issue bonds. Since 1965, no new districts may be formed under this law, but those then in existence may continue to operate under its provisions.

Resource Conservation Districts

Resource conservation districts provide soil and water conservation services. These districts are established by the board of county supervisors on petition of landowners and after hearing and referendum. An elected or appointed board of directors governs each district. The districts may levy taxes, accept gifts and grants, and charge fees for services. Similar provisions apply to the Tahoe, Suisun, and Ventura resource conservation districts, which were established by special acts.

Local improvement districts may be created within a resource conservation district as dependent activities of the parent district. They are not counted as separate governments.

Sacramento Ballpark Authority

This authority was created by special act to construct and operate a professional ballpark in the city of Sacramento. The board is appointed by the boards of supervisors of the city of Sacramento and any participating counties. The authority may issue revenue bonds.

Sanitation and Sewer Districts

The following types of districts to provide sewerage and/or solid waste disposal are authorized by general law:

Garbage and refuse disposal districts

Sanitary districts—1923 and 1891 laws

County sanitation districts (in Los

Angeles and Orange Counties only)

Garbage and refuse disposal districts are established by the county board of supervisors. A board of directors is appointed by the supervisors. The district may levy taxes, fix charges, and issue bonds upon voter approval.

By contrast, “garbage disposal districts” are governed by the county board of supervisors and are therefore not counted as separate governments. See “Subordinate Agencies and Areas,” below.

Sanitary districts under the 1923 law are created by the county supervisors on petition of landowners and after hearing and referendum. A board of elected directors governs each district. The districts may levy taxes, fix charges, and issue bonds on voter approval. Similar provisions apply to districts organized under the 1891 law.

Since 1939, no new districts may be formed under the 1891 law, but those already in existence may continue to operate under its provisions.

Sanitary improvement districts created by sanitary districts are dependent activities of the parent district. They are not counted as separate governments. See “Subordinate Agencies and Areas,” below.

Sanitation districts in Los Angeles County and in Orange County are counted as a single special district governments for census purposes. In each of these two counties, the districts are governed by boards composed of city and county officials. The districts may issue bonds upon voter approval and levy taxes. In each of these two counties, the operations of the individual districts are closely integrated, with the same engineering and administrative staff and common sewage treatment plant and outfall lines.

Other county sanitation districts in California are not counted as separate governments. Similarly, municipal sewer districts under the 1911 law, sewer districts in unincorporated territory under the 1899 law, and sewer maintenance districts are not counted as separate governments. See “Subordinate Agencies and Areas,” below.

The following districts were authorized by special acts to provide sewerage services:

Fairfield-Suisun Sewer District

Tahoe-Truckee Sanitation Agency

Vallejo Sanitation and Flood Control District

Each of these districts is governed by a board chosen by local officials. These districts may each levy taxes, fix charges, and issue bonds on voter approval.

Shasta County Regional Library Facilities and Services Commission

This commission was authorized by special act to finance library services. It consists of seven members: two appointed by the county supervisors, one by the city council of each city in the county, one by the county board of education, and two by the other five members. The commission may fix service charges, issue bonds, and levy ad valorem and sales taxes. This entity was not reported in operation as of June 2002.

Transit Districts

These districts are authorized by special acts or by general laws subject to referendum. Most of these districts are governed by boards of directors appointed by the governing bodies of the cities and counties in the district but some districts have elected boards. The Tahoe Transportation District also serves portions of Nevada; its board members consist of members of the governing bodies of California and Nevada counties and cities in the district, plus the directors of the state departments of transportation of California and Nevada.

Most districts may levy ad valorem taxes. Some districts also may levy retail sales taxes. Most of the districts may issue revenue bonds without voter approval and general obligation bonds with voter approval. There also are other agencies involved in transportation planning and operations that are established under "joint exercise of powers" agreements (see above).

Utility Districts

California statutes authorize creation of the following types of utility districts:

Municipal utility districts

Public utility districts

These districts are formed by the county supervisors on petition of voters (or of public agencies, in the case of public utility districts) and after hearing and referendum. The districts may provide any combination of water, electricity, transportation, telephone service, sewerage, refuse disposal, fire protection, and recreation services. A board of directors governs each district. The districts may levy taxes, fix charges, and issue bonds with voter approval. The Donner Summit Public Utility District and the Olive-hurst Public Utility District were created by special acts with similar provisions.

Water Supply and Water Conservation Districts

California general laws authorize a variety of districts to provide water supply and/or conservation as noted below:

"California" water districts (irrigation and domestic water supply; also sewerage)

County water authorities—1943 law (irrigation and domestic water supply)

County water districts (irrigation and domestic water supply; also sewerage and electric power)

County waterworks districts (irrigation and domestic water supply)

Metropolitan water districts (water supply and electric power)

Municipal water districts (domestic water supply; also sewerage and electric power)

Water conservation districts—1927 law (irrigation and water conservation)

Water conservation districts—1931 law (irrigation, water conservation, water supply and sewerage)

Water replenishment districts (replenishment of underground water)

Water storage districts (water storage and distribution; also electric power)

Substantially uniform provisions apply to each of these ten types of districts. Each is created by resolution of the county board or other

participating agency, usually upon petition, and after referendum. The districts have elected boards of directors, except for the county water authorities, county waterworks districts, and metropolitan water districts, which have appointed boards. A few districts have been authorized by special act to perform additional functions. All of these districts may fix charges and levy special assessments, and all except water storage districts may levy property taxes. All except water conservation districts formed under the 1927 law may issue bonds on voter approval.

In addition, a number of districts were created by special acts to provide water for domestic use, irrigation or wastewater management; some of these districts also may provide sewerage, electric power, and flood control facilities. Most of these agencies have elected boards. Exceptions are the Orange County and Santa Clara Valley Water Districts, which have some appointed members on their boards, and the Yuba-Bear River Basin Authority, which has directors appointed by the participating counties. All districts may fix charges, levy property taxes, and issue bonds on voter approval. Some of these agencies have been subdivided into "zones" for purposes of financing improvements. Such zones are classified as dependent activities of the parent agency and are not counted as separate governments.

County water agencies that are governed by the county board of supervisors in an ex officio capacity are not counted as separate governments. See "Subordinate Agencies and Areas," below.

SUBORDINATE AGENCIES AND AREAS 9

Shown below are various governmental designations in California that have certain characteristics of governmental units but which are classified in census statistics as subordinate agencies of the state or of local government and are not counted as governments. Legal provisions for some of the larger of these are discussed below (See "Public School Systems," above, regarding educational agencies of this nature).

Many of the classes listed below have the same name and functions as classes that are listed under the "Special District Governments" category above. For these classes, the enabling

legislation provides for alternative methods of governing the districts. Where these districts have separate governing bodies, they are counted as special district governments; when they are governed by county or municipal officials in an ex officio capacity, they are classified for census purposes as subordinate agencies of the government they serve, and are not counted as separate governments.

Some of the subordinate agencies and areas represent "special taxing areas" within the territory of an established government. This method of financing additional services in limited areas by property taxation, while also used by some municipal and township governments in a few states, is more widely utilized by county governments. In the listing below of authorized county-related agencies, a bullet (*) appears for each entity of this kind—i.e., any that may individually serve a portion rather than all of a county and for which a tax may be levied against the assessed value of property in the area served.

California Education Facilities

Authority (state). This authority assists private colleges and universities in financing building projects and finances student loans. It is governed by a board composed of the state director of finance, the state controller, and the state treasurer plus two members appointed by the Governor. The authority may lend money to institutions, lease facilities to institutions, and issue revenue bonds.

California Health Facilities Finance

Authority (state). This authority was established to finance construction of health facilities. It is composed of the state treasurer, the state controller, and the director of finance plus members appointed by the Governor, the assembly speaker, and the Senate Rules Committee. It may issue revenue bonds, make loans, or build and lease facilities.

California Housing and

Infrastructure Finance Agency (state). This agency was established to assist housing development. It is composed of the state treasurer, the secretary of the Trade and Commerce Agency, and the secretary of business, transportation, and housing, plus members appointed by the Governor subject to confirmation by the senate. The agency may make loans to developers and to mortgage lenders and may issue revenue bonds.

California Pollution Control

Financing Authority (state). This authority was established by act of the legislature to finance and lease pollution control and resource recovery facilities. The authority board consists of the director of finance, the state controller, and the state treasurer, who serve in an ex officio capacity. The authority may fix rates, rents, fees, and charges and may issue revenue bonds.

California Student Loan Authority (state). Legislation for this authority was repealed in 1995. Its assets were transferred to the California Education Facilities Authority.

California Transportation

Commission (state). This commission is the successor agency to the California Toll Bridge Authority. In addition to formulating statewide transportation plans, it also directs the Department of Transportation in the operation of state toll highway crossings. The nine member commission is appointed by the Governor. It may issue revenue bonds and may fix tolls and charges.

Community redevelopment agencies (county or municipal). These agencies may be created by a resolution of the county or municipal governing body upon a declaration of need. They are governed by the city council or the county supervisors ex officio or by a board appointed by the city mayor or the chairperson of the county board of supervisors with the approval of the county or city governing body. The establishing governments appropriate money for the redevelopment agencies. The agencies may issue revenue bonds, fix rents and charges, and accept Federal grants.

County flood control and flood water conservation districts and county water agencies (county). These districts are established by special acts. If they are administered by the county board of supervisors in an ex officio capacity, they are not counted as separate governments. Such districts may levy taxes and issue bonds after referendum. For flood control and water conservation or water supply and water conservation districts that are governed by a separate board of trustees, see "Special District Governments," above.

Nonprofit public benefit corporations (county, municipal, or other). Nonprofit public

benefit corporations to provide public facilities or services may be established by filing articles of incorporation with the secretary of state. A board of directors, composed as specified in the articles of incorporation, governs each corporation. The corporation may fix fees and other service charges and may issue revenue bonds. Nonprofit public benefit corporations are not counted as separate governments. They are classified as dependent agencies of the county, municipal, school district or special district government they serve if they file reports with the state controller and meet one or more of the following statutory requirements:

1. The corporation was created under a "joint exercise of powers" agreement.
2. The corporation has issued tax-exempt bonds to finance facilities subject to a lease to or agreement with a local government.
3. The corporation is wholly owned by a local government.

Other examples include:

State

Agricultural product marketing commissions
California Alternative Energy Source Finance Authority
California Earthquake Authority
California Housing Partnership Corporation
California Passenger Rail Financing Commission
California Public Capital Improvements Financing Authority
California State University and Colleges Headquarters Building Authority
California Statewide Communities Development Authority
California Urban Waterfront Area Restoration Financing Authority
Emergency Medical Services Authority
Fish and game districts
Forest practice districts
Game refuge districts
Klamath River Fish and Game District
One Variety Cotton District
Sacramento and San Joaquin Drainage District
State Assistance Fund for Energy, California Business and Industrial Development Corporation
Surface mining and reclamation districts
Water master districts

County

- * Acquisition and improvement districts (county)
- Air pollution control districts (single-county)
- * Boulevard districts
- Community energy authorities (county)
- Community facilities districts—1982 law (county)
- Community rehabilitation districts (county)
- Community services districts with ex officio boards
- Cotton pest abatement districts
- * County drainage districts with ex officio boards
- * County maintenance districts
- County regional justice facilities planning agencies et al. (general law and special acts)
- * County sanitation districts (except in Los Angeles and Orange Counties)
- * County service areas
- County service authorities for freeway emergencies (if governed by county transportation commission)
- County special health care authorities in Monterey and Santa Barbara Counties
- County transportation commissions (except those with power to levy taxes)
- * County waterworks districts with ex officio boards
- Crossing guard maintenance districts
- * Drainage improvement districts—1919 law
- El Dorado County Toll Tunnel Authority
- Fire protection districts with ex officio boards
- Flood control maintenance areas
- * Garbage disposal districts
- Geologic hazard abatement districts with ex officio boards (county)
- * Harbor improvement districts
- Highway interchange districts (county)
- * Highway lighting districts
- Housing authorities with ex officio boards
- Industrial development authorities
- * Integrated financing districts (county)
- Joint county road camp districts
- Landscaping and lighting assessment districts
- Local housing finance agencies
- Local improvement districts - resource conservation or irrigation
- Metropolitan Transportation Commission (joint city-county) (coordinates transit planning in San Francisco area)
- Municipal advisory councils
- * Open space maintenance districts
- Parking authorities—1949 law
- Permanent road divisions

- * Protection districts—1895 law
- * Recreation and park districts with ex officio boards
- Regional planning districts (joint county)
- * Resort improvement districts with ex officio boards
- * Road districts
- * Road improvement districts
- Road maintenance districts
- Sacramento Housing and Development Agency
- Sacramento Metropolitan Air Quality Management District
- Sanitary improvement districts
- Santa Clara County Transit Agency
- * Sewer districts—1939 law (county)
- Sewer districts in unincorporated territory—1899 law
- * Sewer maintenance districts
- Sonoma County Dental Health Authority
- Storm drainage districts in Contra Costa County
- * Storm drain maintenance districts—1937 law
- Storm drain maintenance districts—1939 law
- Unified air pollution control districts
- * Vehicle parking districts—1943 law (county)
- Water authorities (county)

Municipal

- * Acquisition and improvement districts (city)
- Community energy authorities (municipal)
- Community facilities districts—1982 law (city)
- Community rehabilitation districts (municipal)
- Crossing guard maintenance districts
- Estero Municipal Improvement District
- Flood control maintenance areas (city)
- Geologic hazard abatement districts with ex officio boards (municipal)
- Highway interchange districts (municipal)
- Housing authorities with ex officio boards (city)
- Industrial development authorities (city)
- * Integrated financing districts (municipal)
- Local housing finance authorities (city)
- Metropolitan Transportation Commission (joint city-county) (coordinates transit planning in San Francisco area)
- Mountain View Shoreline Regional Park District
- Municipal building commissions
- Municipal lighting maintenance districts
- Municipal park improvement districts
- Municipal water districts—1935 law
- Open space maintenance districts (city)
- Parking authorities—1949 law (city)
- Parking districts—1951 law
- Recreation and park districts with ex officio boards (city)

San Francisco Municipal Railway
San Francisco Port Commission
Sewer districts—1939 law (city)
Small craft harbor districts (single city)
Street lighting districts
Vehicle parking districts—1943 law (city)

Other

The following are adjuncts of the special district governments they serve and are not counted as separate governments:

- * Improvement districts within irrigation, resources conservation, and water conservation districts
- * Integrated financing districts
- * Sewage disposal districts within municipal utility districts
- * Special service districts within transit or utility

districts

California laws also provide for various types of local areas for election purposes and administration of justice.

9 Legislation for the California School Finance Authority (state) was repealed in 1995. Its assets were transferred to the California Education Facilities Authority.

10 Nonprofit corporations that do not file reports with the state controller are not counted as governments, but are operated as private entities. In the 1987 Census of Governments, and in earlier census reporting, nonprofit corporations that filed reports with the state controller were excluded from census statistics on governments.